

U.S. Department  
of Transportation

United States  
Coast Guard



Commandant  
United States Coast Guard

2100 Second Street, S.W.  
Washington, DC 20593-0001  
Staff Symbol: G-WT-2  
Phone: (202) 267-0623

JUN 2 1998

COMDTNOTE 5320

CANCELLED: JUN 1 1999

COMMANDANT NOTICE 5320

Subj: CH-1 TO RESERVE PERSONNEL ALLOWANCE LIST (RPAL)

Ref: (a) Reserve Personnel Allowance List (RPAL), COMDTINST 5320.1

1. PURPOSE. This Notice publishes a change to reference (a).
2. ACTION. Area and district commanders, commanders of maintenance and logistics commands, commanding officers of headquarters' units, assistant commandants for directorates, chief counsel, and special staff offices at headquarters shall ensure compliance with the provisions of this directive.
3. SUMMARY. Enclosure (1) of this Notice provides changes to enclosure (3) of reference (a). The enclosure has been rewritten for clarity and outlines specific e-mail routing procedures. A job aid has also been added to help commands process the most common RPAL changes.
4. PROCEDURES. Remove enclosure (3) of reference (a) in its entirety and replace with enclosure (1) of this Notice.

G. G. PICHE

Assistant Commandant for Human Resources  
Acting

Encl: (1) CH-1 to COMDTINST 5320.1

DISTRIBUTION – SDL No. 135

	a	b	c	d	e	f	g	h	i	j	K	l	M	n	o	P	q	r	s	t	u	v	w	x	y	z
A	1	1	1		1	1	1	1	1	1		1	1	1	1	1	1	1	1		1					
B		8	26	1	1	2	6	3	3	1	1	1	1	8	1	1		4	1	2	1	1	22	1	1	1
C	1	1		1	1	1	1		1	1	4	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
D		1	1	1	1			1	1				1						1	1		1	1		1	1
E	1	4					1	1						1			1		1	1		1	1			
F										4							10									
G			1	1																						
H																										

NON-STANDARD DISTRIBUTION:

(THIS PAGE INTENTIONALLY LEFT BLANK)

## PROCEDURES FOR REPROGRAMMING EXISTING RPAL BILLETS AND FOR REQUESTING NEW RPAL BILLETS

### A. DISCUSSION.

1. To understand the logical foundation for management of the Reserve Personnel Allowance List (RPAL), it is necessary to understand the resource allocation environment in which the RPAL was developed and exists (refer to Figure 1). Faced with a new mission or changing mission requirement, program managers (PM) task the operational chain of command (CoC) with accomplishment of that mission. The task to unit commanders is "prosecute this mission to these standards." The chain of command responds with an estimate of the resources that will be needed. Iteratively, the PM and chain of command agree on a set of standards and resources needed. If the chain of command cannot find resources within its base to reprogram to meet the new need, the PM will advocate new resources in the competitive budget process. If resources are won, the Chief of Staff allocates resources to the chain of command, and the PM formalizes the mission and the standards to which the mission will be performed. If the resources are fewer than originally requested, the mission performance standards are changed to reflect the actual resources allocated.
2. There are some key concepts here. First, it is through the allocation of resources and mission emphasis (standards) that the Commandant and Chief of Staff signal strategic intent. If resources are allocated, the mission is important—else, it is not AS important; that doesn't mean it isn't a valid mission, just that, for the time being, it is not as important as other missions. Second, the resources (billets, in the case of the HR system) are not given to PMs, but to UNITS. This is necessary since the unit is the true optimizer in our resource system. While one program levies mission requirements on a unit, other PMs are doing the same thing. Thus, most units are *multi-mission* units, meaning that resources (people) are *multi-use*—in support of many missions and programs. As a consequence, only the unit commander is in a position to know how resources might best be arranged to perform all the missions simultaneously in the current operating environment.
3. Resources in the HR system are allocated as the Personnel Allowance List (PAL) and the RPAL. In effect, a unit commander is given a voucher (unit PAL, RPAL) that is presented to the supply system (G-W in this case) for redemption. At that point there is an explicit contract between the unit and G-W to supply, until further notice, a person to meet the specifications of the billet. The chain of command holds the supplier accountable for keeping the billet filled, and the PM holds the chain of command accountable for getting the job done.

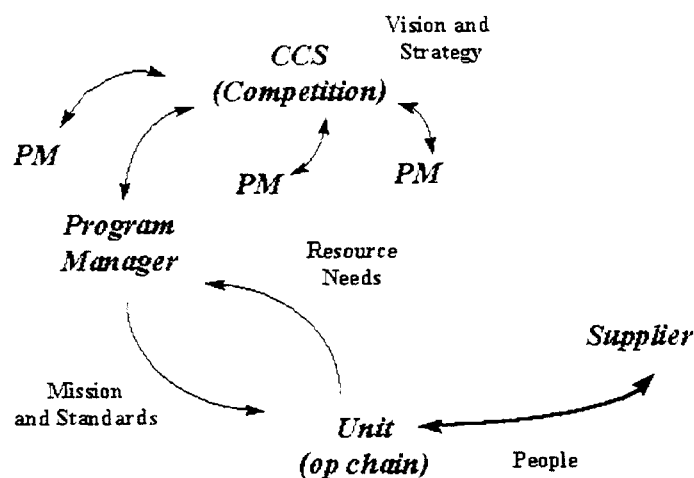


Figure 1

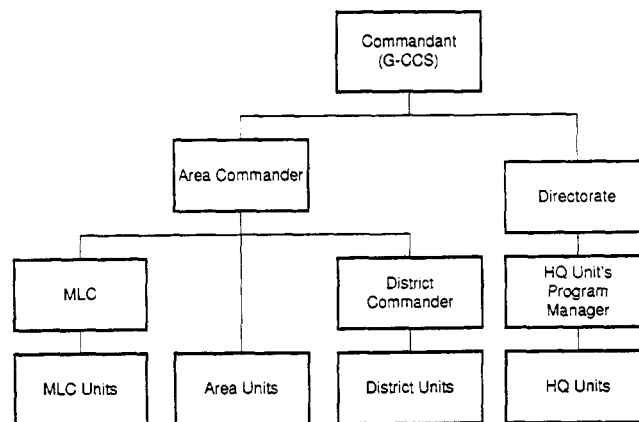
This would seem to imply that the only customer of the HR system is the chain of command; but in setting the mission performance standards, the PM is also setting *people performance standards*. Thus G-W must work very closely with PMs to determine appropriate selection criteria, standards for skills and knowledge resulting from training (or other performance enhancing interventions), advancement standards, etc. When programming billets, the chain of command must work closely with their servicing ISC/MLC (pf) to determine the probability of fill (availability of reservists) for particular geographic areas. But it is clearly the chain of command who receives the product of the HR system in fulfillment of the purchase order of the PAL/RPAL.

The PAL is relatively rigid. One reason is that when missions are given to the Coast Guard, it is through a political process that ties specific billets directly to mandated missions. That means the PM, as the mission manager, is in the role of driver for those resources that have been so identified. This relative rigidity makes the process of reprogramming PAL billets somewhat complicated at the best of times, and downright impossible at others. Fortunately, the RPAL is not so constructed. As built, as long as the chain of command is pursuing missions implied by the allocation of (currently) 8,000 RPAL billets, the chain of command has the flexibility to move, change, and otherwise optimally arrange those billets to get the job done. However, this must be within certain constraints that are necessary because of the nature of a military force generally and the nature of the reserve force specifically.

The remainder of this document describes the general principles by which the chain of command may modify the RPAL; the specific rules that must be followed; and the mechanisms by which changes will be effected and how that will influence assignment (supply). Methods to request changes or additional resources when these rules so dictate will also be described. The last eight pages of this enclosure reiterate this document in a Job Aid format. The Job Aid promulgates specific procedures for all levels of the chain of command to follow when changing the RPAL.

## B. GENERAL PRINCIPLES.

1. Requests to add or change resources follow the chain of command. For purposes of this instruction, the chain of command of billet *ownership* can be described in the following diagram:



2. The chain of command may approve changes to RPAL billets within the organizational structure over which they exercise control in accordance with the constraints and under the conditions described in this Instruction.

3. When a unit is decommissioned the billets are generally retained in the chain of command of that unit. Decommissionings and unit relocations require coordination between G-CPA, the servicing ISC and program managers as described in the following section.

4. If budget reductions necessitate a reduction of authorized RPAL billets, the chain of command will identify the lowest priority billets for reduction *in response to the PMs guidance* about which mission or

task is to be deemphasized. Programs can signal a decrease in resources needed by changing the mission performance standards for their mission areas. The program notifies the chain of command of the change in emphasis and the estimated reduction in billets. The chain of command, assisted by the MLC/ISC (Force Optimization and Training), shall refine these estimates of work and resource reductions. When an optimal reduction plan is determined, the chain of command shall provide a list of billets for elimination as directed.

5. Changes involving RPAL billets which represent a commitment to entities outside the Coast Guard must be approved by the cognizant program manager and G-CCS **prior to** making the change. For example, a Port Security Unit (PSU) falls under the OPCON of the area commander, but the PSU itself represents a commitment by the Coast Guard to the theater commanders-in-Chief, and any requests for changes involving those RPAL billets would be forwarded by the area commander to G-O, the program manager, and then to G-CCS for final disposition. Some units may be designated from time to time as requiring a degree of standardization that would preclude local variation in staffing (e.g., the Harbor Defense Commands). Changes to RPAL billets at units so identified must be considered in their national scope, and will be forwarded up the chain of command until a point is reached that has command over all of the units potentially affected. At that point, analysis of the applicability of changes to all the units can be accomplished. The list of units in this category will be published by G-W as necessary, and maintained by the MLCs.

6. Because of the nature of a military force, and the need to manage certain aspects of that force centrally (e.g., advancement and promotion), there must be limits related to magnitude of billet changes. The business rules below are designed to empower operational commanders to approve incremental changes to the RPAL. In cases where relatively large scale changes are required, careful planning and analysis are needed to protect the structural integrity of ratings and specialties, the equity of the advancement and promotion systems, the stability of assignment, and other large scale force management factors. In general, the rules below apply to changes that affect, **for a single action, the smaller of:**

- a. 10 percent of the billets in the AOR of the operational commander, or
- b. 25 billets for any particular action, or
- c. 10 percent of the total (nationwide) billets in any particular enlisted rating, warrant specialty, or commissioned officer grade

For example, CG Station Tybee has 21 RPAL billets. In a billet change action, the Station CO or OINC desires to change the grade of 2 BM2s to BM3, and 2 MK3s to MK2. This would be a change to 4 billets. Calculating from the above, the limit would be the smaller of 10 percent of 21 (2), 25 in total, or 10 percent of 1442 BM billets (144) or 10 percent of 1191 MK billets (119). Obviously, the smaller of these calculations is 2, so the CO or OINC could not make the change as stated. (However, after consultation with the ISC or MLC(PAC) it might be possible to make this change in 2 stages, or if the ISC determined that the change would benefit the structures of both ratings and result in better local assignments, the ISC would suggest that the CO/OINC submit a request to the group commander and then strongly endorse the change to the group commander).

A larger example, the Eleventh District Commander, with approximately 1100 billets at 67 units, could make changes to the smaller of 110, 25, or 10 percent of the total of the rating involved. This would likely be 25 billets. In no case can anyone other than Commandant (G-CCS or G-CPA as agents) change more than 25 billets in a single action.

7. Electronic mail shall be used to effect all RPAL changes of fewer than 25 billets. Format and content requirements are provided in a Job Aid format at the end of this enclosure. Commands have the option of electronic mail or paper correspondence for billet actions of more than twenty billets. Such correspondence shall be routed in the same manner, and have the same content of the electronic mail samples at the end of this enclosure.

C. BUSINESS RULES.

1. The chain of command may program RPAL billets in a variety of ways within their *organizational area of responsibility* (AOR). Any unit of the chain of command may:

- a. Move an existing billet within a unit, including between detachments or from detachments to the parent unit and the reverse, as long as the billet change does not require a reassignment of the incumbent reservist (in order to retain SELRES status) beyond a reasonable commuting distance (RCD, as described in reference (d)) from his/her home.
- b. Move an existing billet between units as long as the conditions within 1.a. above are met, or if the incumbents affected can be reassigned to other billets by their respective assignment officers within their RCD.
- c. Change the qualification codes, special training codes of an existing billet after consultation with the ISC/MLC Force Optimization and Training (pf) staff. Endorsement of the change by the ISC/MLC(pf) recognizes the possible effect of the change on the ability of the Reserve Component to fill the billet. If the ISC/MLC(pf) recommends against the change, the unit commander still may make the change, but the ISC/MLC(pf) will not be able to assure an assignment with the qualification codes, special training codes. Continued inability to fill the billet may result in the chain of command reprogramming the billet to fill a competing need.
- d. After consultation with the ISC/MLC(pf) as described in item (c) above, the chain of command may change the grade of an existing billet within the following constraints:

Current Pay Grade	May be changed to:
E4	E5
E5	E4 or E6
E6	E5
E7	E8
E8	E7
O1	O2
O2	O1 or O3
O3	O2 or O4
O4	O3

Grade changes not listed in the table above must be submitted via the chain of command to G-CCS for approval.

- e. Desired billet changes that cannot be accomplished within rules (a) through (d) above may be submitted to the next senior in the chain of command for consideration. The next senior in the chain of command has a wider scope, and may be able to judge a new task as being of higher priority than other tasks in their area of responsibility, and may reprogram billets throughout their AOR accordingly.
2. In addition to the actions above, area commanders and district commanders and directors for HQ units may:
- a. Change the specialty of a billet. Specialties are defined as rating (enlisted), specialty (warrant officer) and Officer Billet Code (commissioned officer). The consultation of the ISC/MLC (pf) is required in this process. The ISC/MLC(pf) is empowered to judge the effect of changes on costs, mission impact, force structure, and ability to deliver a reservist to meet the requirement. For example, if a district desires to add a BM2 billet to a small station, and has identified an MK2 billet at another station that is of lower priority, the ISC(pf) will determine if the change would result in any long term additional training, recruiting, or assignment costs; if any operating

program would be adversely affected; if the structure of either of the ratings involved would be adversely affected; and if it will be practical to fill the new billet and reassign the reservist (if any) assigned to the old billet—all within the context of reasonable commuting distance and other assignment constraints. The same analysis may allow changes to grades beyond the constraints listed above. If all the above constraints and conditions are met, the ISC/MLC(pf) will advise the district commander to make the change. If the conditions are not met, the district commander may forward the request to the area commander.

b. Assess the effect of any adjustments to the RPAL and subsequent staffing on the ability of the Coast Guard to meet the requirements of the Contingency Preparedness Plan as expressed in the CPAL. This assessment may take place after the fact. When necessary to preserve contingency preparedness, the area commander may direct units to reverse previous reprogramming actions.

c. Forward requests for additional RPAL billets to G-CCS. These requests will usually be considered as requests for new resources and will enter the budget process, advocated by the appropriate program manager, unless a resource is available from within the other area or headquarters units. G-CCS will decide whether the request falls within the original mission envelope approved for the RPAL; if so, reprogramming will be pursued; if not, G-CCS will determine that the request represents a new or emphasized mission, and will decide how to approach the request accordingly. G-CCS will decide all requests where resources cross area boundaries, and when conflict for billets exists among operational commanders (district and area), HQ units, and HQ program managers. G-CCS may use the Director of Reserve and Training (G-WT) as an advisor on the impact of changes to the budgetary, structural, and personnel systems.

3. When a unit is decommissioned the billets are retained in the chain of command of that unit. G-CPA and the servicing ISC shall coordinate the unassigning (vacating) of any filled billets. When billets are vacated, G-CPA shall reprogram billets to one of the following chains of command as appropriate for the decommissioned unit: district (for district units), area (for area and MLC units) and the headquarters program manager (for headquarters units). These commands shall in turn reprogram the billet(s) as described in this Instruction with special consideration given to mission realignment that may be required by the decommissioning.

4. When a unit is relocated the billets are generally retained in the chain of command of that unit:

a. In cases of a unit relocation within the same chain of command and/or AOR the billets remain within the same chain of command, and when possible, they remain with the relocated unit. Billets may have to be reprogrammed when the unit moves to an area where billets will be harder to fill. The unit's chain of command (area, district, etc.) should consult with the servicing ISC to determine the impact of the move on billet fill rate. If needed, the chain of command should then reprogram the billet(s) as described in these rules in order to maximize their utilization.

b. In cases of a unit transfer to a new chain of command and/or AOR and the move is between districts but within the same area, the area commander shall coordinate billet reprogramming. If the move is between areas, or involves a headquarters unit, G-CCS shall coordinate billet reprogramming.

5. Newly commissioned units may acquire billets in two ways. The unit sponsor (typically a program manager) may:

a. Suggest a staffing level to the area or district receiving the unit. The area or district would then consider reprogramming existing billets within their AOR to the new unit.

b. Request billets on a class wide basis: RPAL billets may be requested on a class wide basis from G-CCS using the SPPBEES process. To be successful, such a request must address issues that arise with centralized allocation of a locally managed resource. For example: how will the

Staffing Standard address the geographic constraints of reserve assignment, and what process is established between active duty and reserve detailers that coordinates mixed component crewing?

D. RESPONSIBILITIES.

1. All levels of the chain of command shall:

- a. Periodically evaluate authorized billets (PAL and RPAL) to determine if mission and task requirements are accurately and adequately reflected in the billets authorized. If not, make or request adjustments. This will include adjustments involving full time (active) and part-time (reserve) military, civilian, auxiliary, and long-term contractor support. In general, the *people-delivery-system* considers the RPAL at a unit to be a *purchase order* for reservist support. If the purchase order does not reflect the need for part-time, surge, or other less-than-full-time resources, it is unlikely that assignment officers will meet the unit's needs.
- b. The MLC and ISC Force Optimization and Training (pf) staffs are positioned to assist commanders in optimizing their needs. When adjustments are necessary, commanders are encouraged to employ the consultative services of their servicing (pf) in work measurement, force balancing, and developing a rationale for change within the framework of the Planning, Programming, and Budgeting System.
- c. Commanders may *enact* changes to RPAL billets as described in the Business Rules. The RPAL change Job Aid at the end of this enclosure provides specific routing and content requirements for submitting *RPAL Change Notices (RCN)*.
- d. Unit commanders should *request* changes to the RPAL from their next senior in command when the proposed change is beyond their authority as described in the Business Rules. The RPAL change Job Aid at the end of this enclosure provides specific routing and content requirements for submitting *RPAL Change Requests (RCR)*.
- e. Unit Commanders shall *act* within their authority as described in the Business Rules on RPAL Change Requests received from subordinate commands. The RPAL change Job Aid at the end of this document provides specific routing and content requirements for processing RPAL Change Requests.

2. In addition to the responsibilities outlined in paragraph 1, district commanders shall:

- a. Provide commands with a resource allocation rationale to consider when enacting or requesting RPAL changes. Such a rationale should provide commands with insight to the area commander's mission priorities and resource allocation philosophy. The rationale should be based within the framework of the Planning, Programming, and Budgeting System.
- b. District planners may be asked to perform analyses or comment on the effects of changes to the RPAL on contingency plans and the ability of the operational units within the district to provide the necessary personnel to meet Contingency Manpower Requirements as expressed in the CPAL. Primary responsibility for this judgment rests with the area commander and the MLC(pf), but district planning resources may be required to determine the effect of changes on current plans.

3. In addition to the responsibilities outlined in paragraph 1, area commanders shall:

- a. Provide district commanders with a resource allocation rationale to consider when enacting or requesting RPAL changes. Such a rationale should provide districts with insight to the area commander's mission priorities and resource allocation philosophy. This philosophy may be based largely on area commanders response to changing mission priorities signaled from program managers in paragraph (6) below.



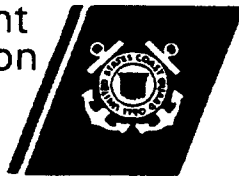
- b. Area commanders will use their MLC(pf)s to analyze proposed changes to the RPAL for the effects of such changes on the ability of the operational units within the district to provide the necessary personnel to meet Contingency Manpower Requirements.
- 4. ISC/MLC Force Optimization and Training (pf) Staff shall respond to requests for analytic consultation from unit commanders, activity/group commanders, or district commander. Provide assistance or resources in work measurement and estimation, cost/benefit analysis, other analyses or business case development needed for successful entry into the PPBS. Apprise commanders of the probable effects of proposed adjustments to RPAL and provide alternative staffing concepts to help commanders meet their mission requirements.
- 5. MLC Force Optimization and Training Branches shall:
  - a. Provide the analyses listed for the ISC(pf) at the area level. If further workload or work estimation is required, direct the ISC(pf)s involved.
  - b. Compare the proposed or approved adjustments to the CPAL to determine the effect of the changes on the Coast Guard's ability to provide support for the Contingency Preparedness Plan. If a proposal would reduce the ability of the CG to provide contingency support, propose acceptable alternatives. If an already approved action reduces the ability to provide contingency support, make the necessary adjustments to the CPAL to offset the reduction. MLC(pf) will monitor the degree to which the RPAL and CPAL correlate in terms of skills (ratings, specialties), experience required (grade as a surrogate), and number. A standard RT Program measure of effectiveness, to be developed, will relate to the degree to which these requirements are mutually supportive (a ceiling on divergence); the MLC(pf) will recommend action to G-WT when the ceiling is approached or exceeded. G-WT will publish this MOE in annual business plans and other documents as required.
- 6. Director of Reserve and Training (G-WT) shall:
  - a. Acting for the Chief of Staff, G-WT shall provide the business rules and assist participants in the RPAL adjustment process in interpreting the rules as applied to the specifics of their case. These business rules will be published as required in appropriate documents, and include any changes to the rules above, any need to curtail certain types of changes resulting from a divergence from RPAL/CPAL alignment, rating supportability standards, or any other reason. G-WT will publish principles related to assignment (supply) issues, such as how long an RPAL billet is allowed to remain empty before the billet is eligible for reprogramming to other uses.
  - b. Monitor and evaluate the actions of the ISC (pf) and MLC(pf), providing programmatic direction and policy when appropriate. Monitor adherence to the business rules, initiating corrective action when needed.
  - c. Advise G-CCS as required on the impact of changes, both approved and requested, on the budget, personnel systems, and reservists.
- 7. Chief, Office of Programs, (G-CPA) shall:
  - a. Audit the results of the monitoring/evaluation process conducted by G-WT. Direct changes to the business rules as required to best reflect Coast Guard needs.
  - b. Act on requests for resources in accordance with current practices for changes to the allocation of resources (internal reprogramming, budget requests, etc.).
  - c. Maintain the RPAL database.

- d. Review RPAL changes for cross programmatic conformance.
  - e. Evaluate requests from program managers for new RPAL resources to apply to new or increasing priority missions/tasks. Manage the programmatic competition for RPAL resources.
  - f. Review Operating Facility Change Orders (OFCO) to assure billets are programmed in accordance with these principles and procedures.
8. Operating and Support Program Managers. Program Managers serve in several roles in regard to RPAL billet allocation. Responsibilities for these roles are set forth as follows:
- a. Set Mission Performance Standards. Program Managers shall specify increases or reductions in the mission performance criteria (standards), or the addition/elimination of a mission requirements. The chain of command shall request or allocate resources as required to meet these standards.
  - b. Advocate for the chain of command. As standard setters, and subject matter experts, program managers are well suited to advise the chain of command in resource allocation issues. The authority and responsibility to allocate resources remains solely within the province of the chain of command, but program managers have an indirect, and potentially significant, impact on allocation decisions. program managers may offer reprogramming recommendations to the chain of command, and shall endorse reprogramming requests of the chain of command when appropriate.
  - c. Chain of command: In some cases, program managers have billets for which they have direct control (e.g., headquarters units). In these cases, the program manager must fulfill the responsibilities outlined in paragraph (1) above.

The key to success in this effort is for the program managers to focus on the outcomes desired and to allow the chain of command to compute resource requirements.

U.S. Department  
of Transportation

United States  
Coast Guard



Commandant  
United States Coast Guard

2100 Second Street, S.W.  
Washington, DC 20593-0001  
Staff Symbol: G-WT-2  
Phone: (202) 267-0623

## ***RPAL Billet Change/Request Job Aid***

**PURPOSE.** This job aid is designed to assist all levels in the chain of command to either: initiate an RPAL change, or process an RPAL request received from a subordinate command. By necessity, the RPAL Instruction is a complex document that covers a broad range of resource planning and allocation issues, from complex budget driven changes to total force size, to unit level tweaks to a particular billet. This job aid applies the RPAL instruction to the most common RPAL transactions. Users should refer to the instruction itself for policy regarding complex or unusual RPAL transactions.

**GOVERNING DIRECTIVE.** This job aid is originally published as an enclosure to the Reserve Personnel Allowance List instruction (COMDTINST 5320.1).

**WHERE DO I START?** Due to the wide variety of: chain of command structures, chain of support relationships and unit billet structures, this job aid couldn't be structured in a convenient *beginning-to-end* format for every situation. It is recommended you read each of the flowcharts and checklists in their entirety before beginning in earnest. Typically, the best place to start is the flow chart titled *Initiating a Change to the RPAL*. The job aid contains the following sections:

- Chain of Command -- Chain of Support flowchart
- Initiating a Change to the RPAL flowchart
- Acting on an RPAL Change Request flowchart
- Billet Change/Request worksheet
- RPAL Change Notice (RCN) checklist
- RPAL Change Request (RCR) checklist
- What Changes are Authorized flowchart

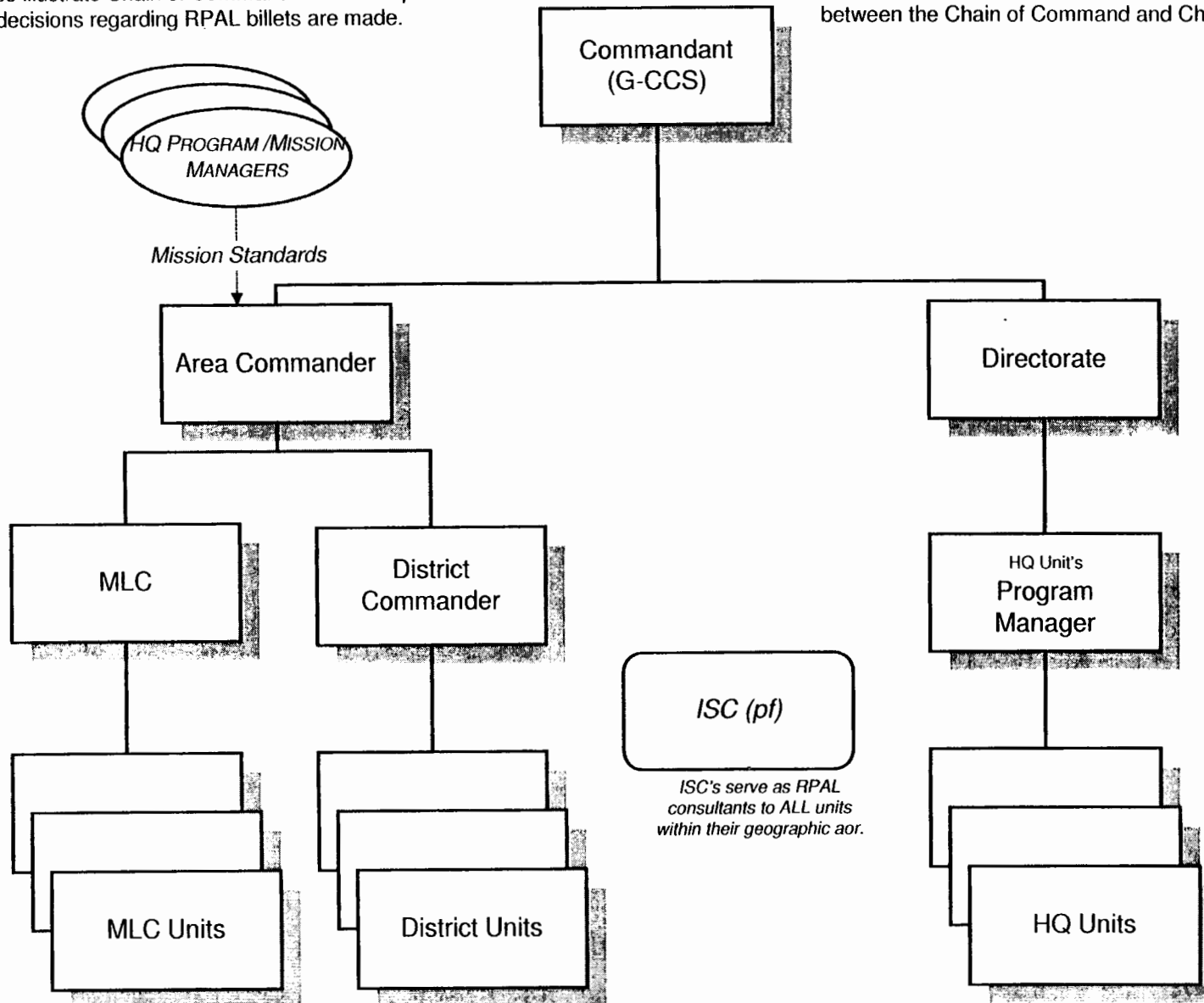
**WHERE DO I GET HELP?** In most cases, the instruction itself provides detailed explanations. Otherwise, your servicing *Workforce Optimization Branch* (ISC (pf)) is your first point of contact. PF's are the RPAL consultants to the chain of command.

	Consultant	Phone
01	ISC Boston	(617) 223-3465
02	ISC St Louis	(314) 539-3900 ext. 227
05	ISC Portsmouth	(757) 483-8645
07	ISC Miami	(305) 536-5601
08	ISC New Orleans	(504) 942-4073
09	ISC Cleveland	(216) 902-6385
11	ISC Alameda	(510) 437-2779
13	ISC Seattle	(206) 217-6322
14	ISC Honolulu	(808) 541-1507
17	ISC Ketchikan	(907) 463-2103

# Chain of Command and RPAL Chain of Support Relationships

Solid Lines illustrate Chain of Command Relationships where decisions regarding RPAL billets are made.

Dotted Lines illustrate an RPAL consultory relationship between the Chain of Command and Chain of Support.



## **INITIATING a change to the RPAL**

Depending on the situation, you are either *authorized to change* your RPAL (within limits), or you can *request changes* to the RPAL (when you are not authorized to make changes). The process starts with an RPAL Change Request (RCR) or RPAL Change Notice (RCN). This flow chart is an overview of the process and refers to other flowcharts and checklists.

### **Explanation (by symbol number)**

1. Enter the flow chart with a broad idea of what specialty you need<sup>1</sup>. For example, you need a BM3 for the boat house, or you need a LT with Marine Safety experience etc.

2. Study your unit's existing RPAL. The RPAL is dynamic, changing as mission requirements change; thus it isn't practical to provide CG wide RPAL printouts through the directives system. Your servicing (pf) can get the most up to date RPAL for your unit(s) from the database using RTASS (Reserve and Training Assignment Support System). *This is a good time to start your consultation with the ISC.*

3. Do you have any billet of this specialty regardless of pay grade? (at your unit, or any of your subordinate units)

4. Do you need an additional billet? Or can you change/move an existing billet? You may already have a billet that could suit your needs with changes you can enact. See the flowchart What Changes are Authorized.

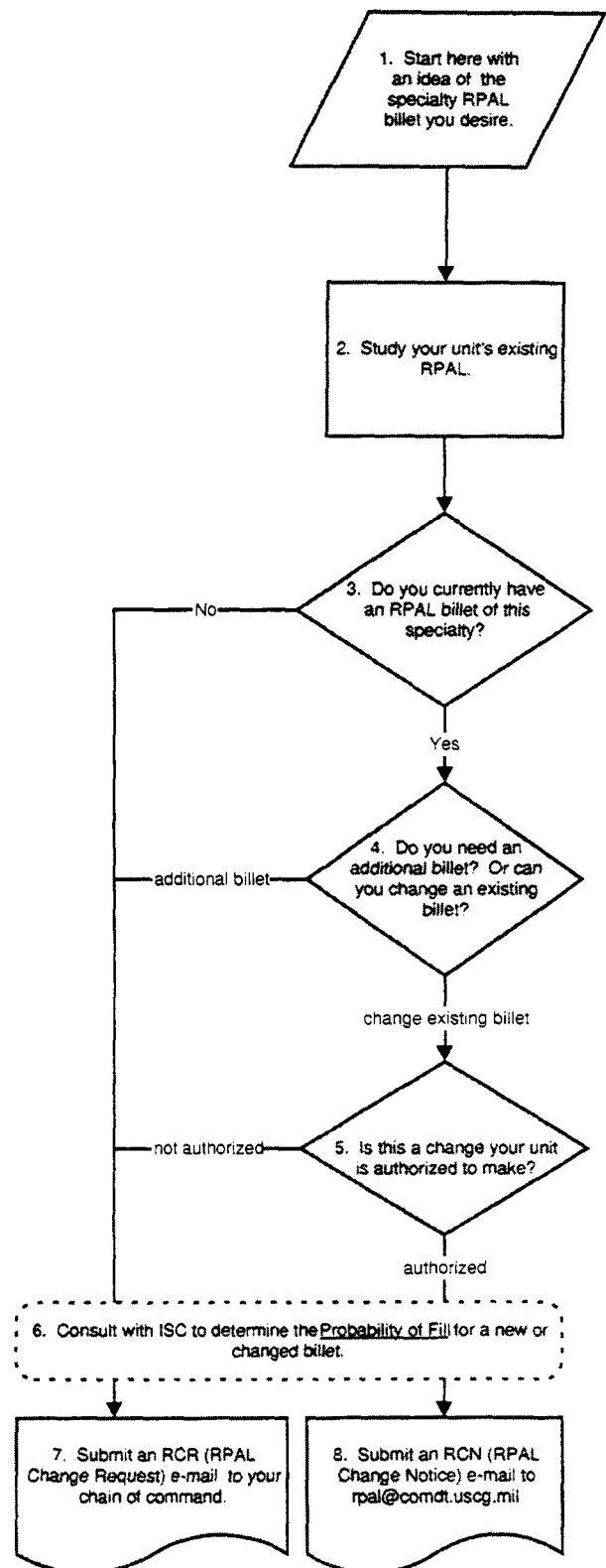
5. Is this a change your unit is authorized to make? See the flowchart What Changes are Authorized.

6. *Recommended Step:* Consult with the ISC to determine the short term and long term *Probability of Fill* for a new or changed billet. It is a fruitless effort to change/create a billet that will be difficult to fill. For example: asking for a hard to find specialty in a rural area.

7. Submit an RCR. Use the Billet Change Worksheet and the RCR Checklist as guides.

Submit an RCR. Use the Billet Change Worksheet and the RCN Checklist as guides.

<sup>1</sup>. Determining "what specialty you need" involves the practice of Workforce Optimization, which is beyond the scope of this job aid. Workforce Optimization is the practice of allocating human resources to meet mission performance objectives as efficiently as possible. Optimization involves analysis and selection of one, or a mix of: active duty, reserve, civilian, or auxiliary forces. Contracting and training solutions are also considered. Your servicing ISC or MLC Force Optimization and Training Branch (pf) can assist you in this process.



### Acting on an RPAL Change Request (RCR)

If you have subordinate units you may occasionally receive an RPAL Change Request (RCR). Depending on the situation, you are authorized to change your RPAL (including the RPAL of any or all your subordinate units), or you can endorse and forward the RCR to your next in chain of command, or you can deny the request and return to the submitter. This flow chart guides you to the proper action.

#### Explanation (by symbol number)

1. Enter the flow chart with an RCR from a subordinate command.

2. Is the request in sync with your command strategy regarding mission performance and/or resource allocation?

3. Is the RCR written and routed as desired? Check the RCR against the RCR Checklist. Are all the required elements of the desired RPAL additions or changes listed?

4. Stop. Rework as needed with the submitting command.

5. Study your unit's (and subordinate unit's) existing RPAL. Because the RPAL changes on a frequent basis, it isn't practical to provide CG wide RPAL copies through the directives system. Your servicing (pf) can get the most up to date RPAL for your unit(s) from the database using RTASS (Reserve and Training Assignment Support System).

6. Do you have any billet of this specialty regardless of pay grade?

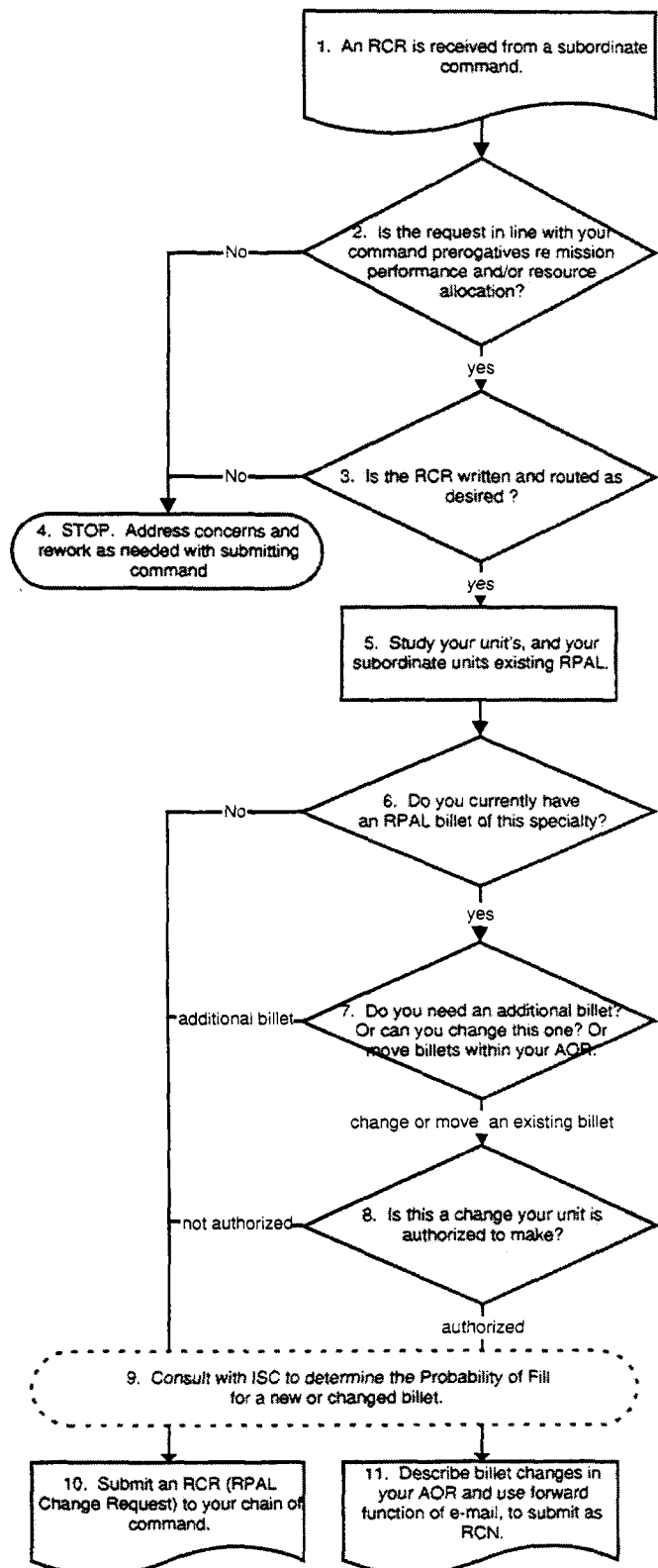
7. Do you need an additional billet, or can you change any existing billets? You may already have a billet that could suit your needs with changes you can enact. See the flowchart What Changes are Authorized. Remember to examine the RPAL of your subordinate units as well your own. For example, a Group Commander may choose to realign billets among several Boat Stations.

8. Is this a change your unit is authorized to make? See the flowchart What Changes are Authorized.

9. *Recommended Step:* Consult with the ISC to determine the short term and long term *Probability of Fill* for a new or changed billet. It is a fruitless effort to change/create a billet that will be difficult to fill. For example: asking for a hard to find specialty in a rural area.

10. Submit an RCR. Use the Billet Change Worksheet and the RCR Checklist as guides.

11. Forward as an RCN. Use the Billet Change Worksheet and the RCN Checklist as guides.



**Billet Change/Request Worksheet**

This worksheet is provided as a reference or quality control device. It is not a required document in the RCN/RCR process. First section is a sample:

ITEM	FROM	TO
Assignment Officer	02	no change
ATU	02	no change
OPFAC	12345	23456
Unit Name	STA EASTERN SHORE	STA WESTERN SHORE
BCN	B123456	<b>BCN cannot change</b>
Pay Grade	E4	E5
Specialty	QM	QM
Rank Abbreviation	QM3	QM2
Billet Title	none	no change
Resolution of Incumbency	billet is currently vacant, there are no incumbency issues	

ITEM	FROM	TO
Assignment Officer		
ATU		
OPFAC		
Unit Name		
BCN		<b>BCN cannot change</b>
Pay Grade		
Specialty		
Rank Abbreviation		
Billet Title		
Resolution of Incumbency		

ITEM	FROM	TO
Assignment Officer		
ATU		
OPFAC		
Unit Name		
BCN		<b>BCN cannot change</b>
Pay Grade		
Specialty		
Rank Abbreviation		
Billet Title		
Resolution of Incumbency		

1. **Assignment Officer.** The assignment officer is generally the ISC serving the unit where the billet is physically located. Valid AO codes in RPAL are: 01, 02, 05, 07, 08, 09, 11, 13, 14, 17.
2. **ATU/OPFAC.** Represent the location of *where the work is performed*. In most cases the work is performed at the location of the unit. However, there are instances where work is performed in a location separate from the unit i.e. Liaison Officers, Detachments etc. These are assigned *SUB UNIT* opfacs which are not printed in the Standard Distribution List. The parent command will know if the use of a sub-unit opfac is appropriate.
3. **UNIT NAME.** Self explanatory.
4. **BCN.** Must be included, if changing a billet. Not applicable if requesting a billet.
5. **Pay Grade.** E1, E2 .... E9 or O1 to O8.
6. **Specialty.** Identify the specialty i.e. BM, QM, RD, BOSN, PERS, PSS, or enter an *optional* 2 digit OBC code for Commissioned Officers.
7. **Rank Abbreviation.** This is combination of rate and grade. It is used here as cross check of number 5 and 6 above.
8. **Billet Title.** This is a description of the billet duties. This should not be used to describe a different location of work (see no. 2 above). The billet title should not be used to describe work that is *inappropriate for the rating or grade assigned*.
9. **Incumbency.** If applicable, address how incumbency issues are resolved for the subject billet and member. Reference: Enclosure (3) of RPAL INST, para. 3.C.1. (a) and (b).

**RPAL CHANGE NOTICE (RCN) CHECKLIST**

This checklist is provided as a reference or quality control device. It is not a required document in the RCN/RCR process.

1.	Addressed <b>TO</b> : <u>rpal@comdt.uscg.mil</u> ?
2.	Addressed <b>TO</b> : any units gaining/losing billets?
3.	Addressed <b>CC</b> : to your next senior in chain of command?
4.	Is it addressed <b>CC</b> : your servicing (pf)?
5.	If in response to an RCR from a subordinate command, is the text of the preceding e-mail(s) included? (for proper reference/documentation)
6.	Is the SSIC 5320 in the subject line? (unit name is desired as well)
7.	Is the date in the e-mail body? (do not rely on the e-mail system date)
8.	Are recipients listed in the e-mail body in the same manner as a Coast Guard letter? <i>(since e-mail accounts use individual, not command addresses, this will clarify identity of addressees)</i>
9.	If the signer is <u>not</u> the CO/OIC, is "By Direction" noted. If By Direction, is delegation of by direction authority recorded in local files?
10.	Has hard copy of e-mail been filed as appropriate?
11.	Does the text describe all desired billet attributes in the format of the <i>Billet Change Worksheet</i> ?
12.	Are you authorized to make these changes?
13.	Does the text make clear that the billet change(s) are related to "work"? How do these changes address a mission shortfall?
14.	Does the text make clear that the unit's (or chain of command's) current RPAL alignment was examined?
15.	Does the text make clear that resource options <i>other</i> than RPAL billets were considered to fill performance shortfalls?
16.	RCN/RCR's should <b><i>never</i></b> link changes to an <i>individual reservist's</i> assignment or promotion situation. Is the text absent of references to individuals?
17.	If subject billets are currently filled: Does the text describe the reassignment of the incumbents to other appropriate billets?
18.	Does the text note consultation with the servicing ISC/MLC (pf). Has the (pf) stated the short term and long term probability of filling the requested billet?

**Comments regarding number 12 and 15:**

It should be emphasized that: Coast Guard resources must be applied in the most efficient manner to the mission at hand.

ALL billet changes **must** be done **only** in response to **mission needs**. The impact of a billet change on the mission must be clearly articulated in any billet action. RPAL billets may **never** be changed to accommodate the personal or professional situation of any individual or group of reservists. For example, a billet cannot be increased one grade in an effort to facilitate the promotion of a particular reservist; or a billet cannot be moved to improve an individual's commute. Any RCN received in violation of the above principle will be returned by G-CCS for reversal.



**RPAL CHANGE REQUEST (RCR) CHECKLIST**

This checklist is provided as a reference or quality control device. It is not a required document in the RCN/RCR process.

1.	Addressed <b>TO</b> the next senior unit in your chain of command?
2.	Is the SSIC 5320 in the subject line? (unit name is desired as well)
2.	If forwarding an RCR from a subordinate command, is the text of the preceding e-mail(s) included? (for proper reference/documentation)
3.	Is the date in the e-mail body? (do not rely on the e-mail system date)
4.	Are recipients listed in the e-mail body in the same manner as a Coast Guard letter? <i>(since e-mail accounts use individual, not command addresses, this will clarify identity of addressees)</i>
5.	If the signer is <u>not</u> the CO/OIC, is "By Direction" noted. If By Direction, is delegation of by direction authority recorded in local files?
6.	Has hard copy of e-mail been filed as appropriate?
7.	Does the text describe all desired billet attributes in the format of the <i>Billet Change Worksheet</i> ?
8.	Does the text make clear that the billet request is related to "work". Can a particular mission performance shortfall be noted?
9.	Does the text make clear how the requested rate/grade will address the performance shortfall.
10.	Does the text make clear that resource options <i>other</i> than RPAL billets were considered to fill performance shortfalls?
11.	RCN/RCR's should <b><i>never</i></b> link changes to an <i>individual reservist's</i> assignment or promotion situation. Is the text absent of references to individuals?
12.	Does the text note consultation with the servicing ISC/MLC (pf). Has the (pf) stated the short term and long term probability of filling the requested billet?

**Comments regarding number 8 and 11**

It should be emphasized that: Coast Guard resources must be applied in the most efficient manner to the mission at hand.

ALL billet changes **must** be done **only** in response to **mission needs**. The impact of a billet change on the mission must be clearly articulated in any billet action. RPAL billets may **never** be changed to accommodate the personal or professional situation of any individual or group of reservists. For example, a billet cannot be increased one grade in an effort to facilitate the promotion of a particular reservist; or a billet cannot be moved to improve an individual's commute.

Any RCR received in violation of the above should be denied by the chain of command.

# WHAT CHANGES ARE AUTHORIZED ?

This flowchart is referenced by previous flow charts.

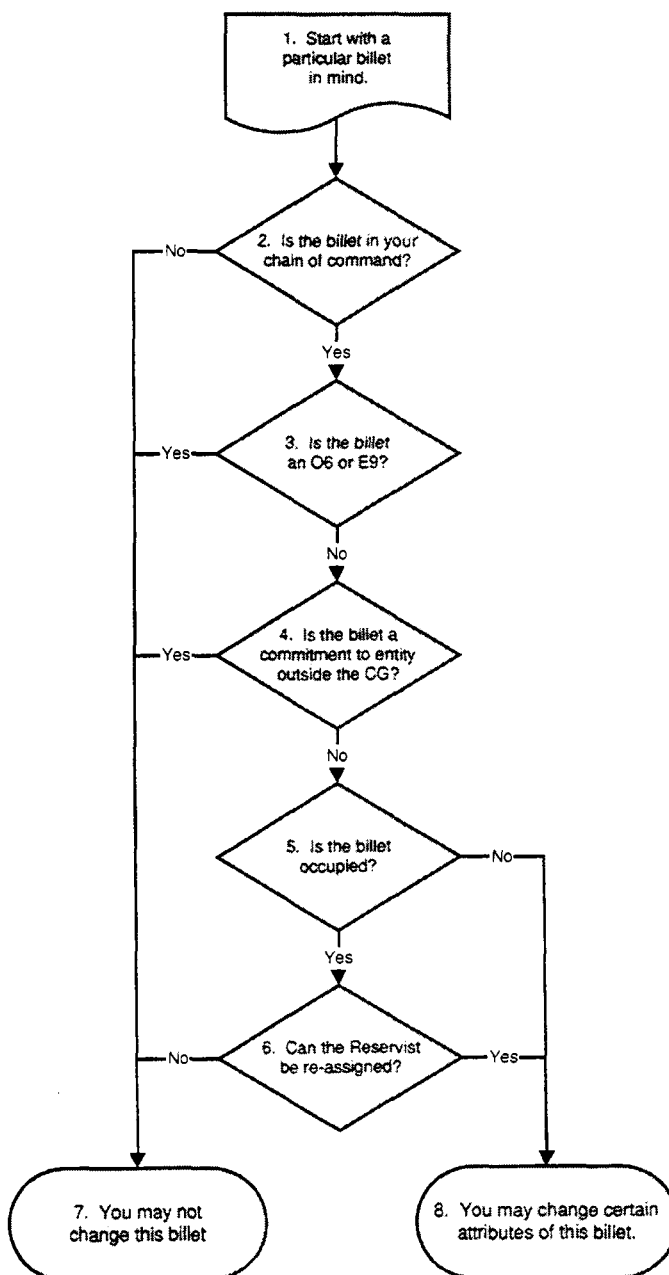
1. Start with a particular billet in mind.
2. Is the billet in your chain of command? Is the billet at your unit, or one of your subordinate units?
3. Is the billet an O6 or E9. If so, you may not make any changes to this billet. O6 and E9 changes are handled at COMDT level. (you should submit the request further up the chain of command as an RCR)
4. Is the billet at a unit that represents a Coast Guard commitment to an outside entity? For example: PSU's and TRANSCOM are commitments to the Department of Defense. Billets that represent commitments to non-CG entities can be changed via RCR to their Program Managers.
5. Is an individual already assigned to the billet? Only vacant billets can be changed.
6. Can the individual be re-assigned IAW with the RPAL INST Assignment Principles?
7. You are not authorized to change the billet. Return to the previous flowchart.
8. You may change:

- Location of billet (atu and opfac)
- Enlisted Qualification Codes
- Pay Grades may be changed within the following limits:

Current Pay Grade	May be changed to:
E4	E5
E5	E4 or E6
E6	E5
E7	E8
E8	E7
O1	O2
O2	O1or O3
O3	O2 or O4
O4	O3

Pay Grade changes not in the table above must be changed via RCR to COMDT. All Warrant billets are W4 and may be filled by any grade Warrant. Warrant grade changes are unnecessary.

(Areas, Districts and HQ Directorates may change the rating (enlisted), specialty (warrant officer) or Officer Billet Code (commissioned officer)).



**SAMPLE RPAL CHANGE REQUEST**

Small Boat Station Situation: An additional billet is desired to address an increased workload. An RPAL Change Request is sent up the chain of command as illustrated in the e-mail below.

(these e-mail samples are in Workstation 3 format, the same principles apply to Workstation 2)

New Message - Microsoft Exchange

File Edit View Insert Format Tools Compose Help

Arial 11

Group Commander

Subject: //5320// BOAT STATION RPAL CHANGE REQUEST

5320  
20 Mar 97

From: Officer In Charge, Boat Station  
To: Commander, Coast Guard Group

Subj: RPAL CHANGE REQUEST (RCR)

Ref: (a) Phoncon btw BMC LEGARE (STA) / LT RUSH (ISC(pf)) of 01 Oct 1997

1. I request an additional RPAL billet as follows to support an increased work load:

a. Assignment Officer	01
b. ATU	99
c. OPFAC	12345
d. Unit Name	NESU
e. BCN	n/a
f. Pay Grade	E6
g. Rating	BM
h. Rank Abbreviation	BM1
i. Billet Title	none
j. Incumbency Issues	n/a

2. The mission requirements of Station X have increased significantly due to the opening of two large retirement communities nearby. Reports from LEIS show a 300% increase in recreation boating traffic in the past two years. As directed, we have increased our patrol activity accordingly, without a supporting increase in personnel.

3. An additional BM1 will be utilized as a Coxswain and Boarding Officer during the busy season, and for boat maintenance and training during the off season. The ability to concentrate the drill schedule during the busy season will maximize the productivity of the requested billet.

4. After consultation with ISC (pf) per reference (a), we have determined that a reserve billet is the best resource available to meet our added mission requirements, and that reprogramming one of our existing RPAL billets is not an option. Other resources such as TAD or additional active duty billets were considered but were ruled out.

5. Per reference (a), ISC (pf) states that the probability of fill for the requested billet is good in the immediate future, and is expected to improve even more over time.

//signature//  
B. LEGARE

Enclosure (3) to COMDTINST 5320.1

**SAMPLE RPAL CHANGE NOTICE (RCN)**

Group's Situation, Option 1: Group Z has received Station X RPAL Change Request. They explored the RPAL of all their units and found an BM1 billet at Station A that is under utilized because it is difficult to fill. (Station A is remote)

The Group details a billet transfer and forwards the information on as an RCN to the RPAL database manager.

**New Message - Microsoft Exchange**

File Edit View Insert Format Tools Compose Help

Send To: rpal@comdt.uscg.mil, station A, station X

Cc: ISC(pf), MLC(pf), District Commander

Subject: //5320// STATION A RPAL CHANGE NOTICE (RCN)

5320  
22 Mar 97

From: Commander, Coast Guard Group  
To: Reserve Personnel Allowance List Manager

Subj: RPAL CHANGE NOTICE (RCN)

1. The billet requested by Station X per enclosure (1) is approved. Please make appropriate database entries to reprogram an existing RPAL billet within my AOR as follows:

	From	Change To
a. Assignment Officer	01	no change
b. ATU	99	no change
c. OPFAC	23456	12345
d. Unit Name	Station A	Station X
e. BCN	B00005	no change
f. Pay Grade	E6	no change
g. Rating	B	no change
h. Rank Abbreviation	BM1	no change
i. Billet Title	blank	no change
j. Incumbency Issues	vacant billet, no incumbency issues	

2. Station X's additional mission requirements noted in enclosure (1) are valid. The billet at Station A is equally as important, but is currently vacant and has an long history of being difficult to fill. Station X is a more efficient use of this billet. This change is made upon consultation with servicing (pf).

3. My point of contact is LT Hamilton at (202) 267-0623.

//signature//  
A. B. GALLATIN

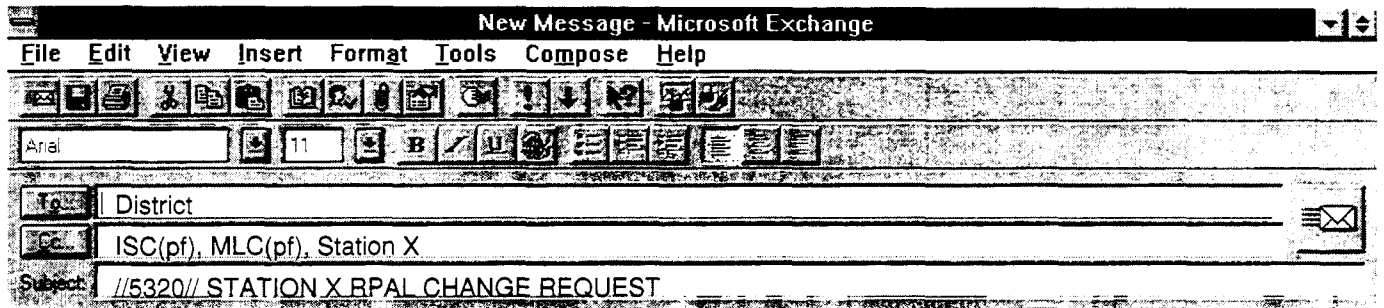
encl: (1) Station X e-mail RCR dated 20 Mar 97

(an enclosure in this context is executed by using the forward function of e-mail that includes the text of station X e-mail)

**SAMPLE RPAL CHANGE REQUEST (RCR)**

Group's Situation, Option 2: The Group Commander has received the RPAL Change Request. They validate the performance shortfall, and concur that an RPAL billet is an appropriate solution. They explore the RPAL of their subordinate units do not find any billets that could be reprogrammed.

The Group Commander validates the station's request and forwards it up the chain to the District Commander.



5320  
22 Mar 97

From: Commander, Coast Guard Group  
To: Commander, Coast Guard District

Subj: RPAL CHANGE REQUEST (RCR)

1. The RPAL Change Request in enclosure (1) below is forwarded, strongly recommending approval.
2. The additional Station X mission requirements noted in enclosure (1) are valid, and we concur that an RPAL billet is the best resource option available to Station X. We have explored the RPAL of all our subordinate units and could not find an offsetting billet to reprogram.
3. My point of contact is LCDR CAMPBELL at (202) 267-0623.

//signature//  
C. THETIS

encl: (1) Station X e-mail RCR dated 20 Mar 97 (forwarded below)

(an enclosure is executed by using the forward function of e-mail that includes the text of the preceding e-mails)

Enclosure (3) to COMDTINST 5320.1

**SAMPLE RPAL CHANGE REQUEST (RCR)**

*Note: the District has the option of forwarding to the Area as an RCR, but chooses to address the increased work load with resources other than reserve billets.*

New Message - Microsoft Exchange

File Edit View Insert Format Tools Compose Help

Anal 11

Group Commander

Station X, ISC(pf), MLC(pf)

Subject: //5320// STATION X RPAL CHANGE REQUEST

5320  
22 Mar 97

From: District Commander  
To: Group Commander

Subj: STATION X RPAL CHANGE REQUEST (RCR)

1. The RPAL Change Request in enclosure (1) will not be granted at this time since it is not in line with our patrol resource plan for the District.
2. The additional work load at Boat Station X is noted. However, we have chosen to address the increased law enforcement needs with resources other than the station. The Auxiliary has increased inspection activity in the area, this should have a positive impact on boating safety, and patrol boats have been directed to conduct law enforcement boardings more frequently during their transits through the area.
3. My point of contact is LCDR SPENCER at (202) 267-0623.

//signature//  
H. LANE

encl: (1) GP Z forward of STA X, e-mail RCR dated 20 Mar 97

(an enclosure is executed by using the forward function of e-mail that includes the text of the preceding e-mails)